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Ce projet d'intervention propose un modèle de direction participative par objectifs qui permet aux directeurs d'écoles et au directeur général de la commission scolaire de centrer davantage leurs interventions sur la qualité dans les écoles. L'élément novateur de ce modèle consiste en l'application des techniques de l'apprentissage coopératif à l'administration. Le modèle, appelé The Collegial School Planning Model, comporte l'élaboration d'objectifs, un plan d'action et des indicateurs permettant d'évaluer l'atteinte des objectifs de même que l'établissement de communications régulières entre les instances concernées. On recommande d'appliquer ce modèle à la Commission scolaire régionale Estern Quebec. Recommandations au chapitre 7.

ÉCOLE NATIONALE D'ADMINISTRATION PUBLIQUE

A COLLEGIAL SCHOOL PLANNING MODEL
WITH A
MANAGEMENT BY OBJECTIVES APPROACH

FCR

THE EASTERN QUEBEC REGIONAL SCHOOL BOARD

BY

JOHN CYR
1987-91

AN APPLIED STUDY PROJECT TO BE PRESENTED TO L'ENAP
IN ORDER TO OBTAIN A MASTERS DEGREE
IN PUBLIC ADMINISTRATION

QUÉBEC
FEBRUARY 1993

SOUTENU

Le 18/02/93 à Chicoutimi

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MANAGEMENT BY OBJECTIVES APPROACH**

FOR

THE EASTERN QUEBEC REGIONAL SCHOOL BOARD

BY

**JOHN CYR
1987-91**

**BIBLIOTHÈQUE
ENAP-MONTRÉAL**

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IN ORDER TO OBTAIN A MASTERS DEGREE
IN PUBLIC ADMINISTRATION**

**QUÉBEC
FEBRUARY 1993**

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FORWARD

The applied study project of l'École nationale d'administration publique is a mandatory exercise in order to obtain a master's degree in public administration. It is the result of a step by step approach to solving a problem, of an administrative type, within a public organization. The final expression of the process is a written report, deposited and accepted by l'Ecole Nationale D'Administration Publique and the organization that gave the mandate.

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	ii
FORWARD	iv
TABLE OF CONTENTS	v
LIST OF TABLES	viii
SUMMARY	ix
1. INTRODUCTION	1
1.1 Mandate	3
1.2 Overview of Project	4
2. OBJECT OF THE STUDY AND DEFINITION OF THE PROBLEM	5
2.1 Eastern Quebec Regional School Board and its local Boards	6
2.2 Definition of the Problem	7
2.2.1 Historical Perspectives	7
2.2.2 Problem Definition	10
2.2.3 Importance of the Subject	13
3. THEORETICAL MODEL	15
3.1 Choice of Theoretical Model	16
3.2 Management	17
3.3 Motivation	18
3.4 Participation	22
3.5 Objectives	27
3.5.1 Problem Solving and Objectives	28
3.6 Indicators	29
3.6.1 Input Indicators	30
3.6.2 Activity or Production Indicators	30
3.6.3 Output Indicators	30
3.6.4 Impact Indicators	30
3.6.5 Performance Indicators	31
3.7 Participative Management by Objectives Process	31
3.8 Conclusion of the Conceptual Model	33

4.	METHODOLOGY	35
4.1	Introduction	36
4.2	Proposal of a Preliminary Model	36
4.3	Collection of the Data	36
4.4	Objective of the Survey	37
4.5	Description of the Tool	37
4.6	Pre-Test	38
4.7	Conclusion	38
4.8	Limits of the Study	39
5.	PRESENTATION AND ANALYSIS OF DATA	40
5.1	Description of Stakeholders Interviewed	41
5.2	Results of the Interviews	41
5.3	Synthesis of Interviews	54
5.3.1	Cooperative Learning Model Applied to Management	55
5.3.2	A Systems Approach to Appraisal	55
5.3.3	The Director General's Role	56
5.3.4	Guide to Writing Interviews	56
5.3.5	Introduction of a Participative Management Model	57
5.4	Conclusion	57
6.	CONCEPTION OF THE MODEL	59
6.1	Objectives	60
6.2	Drucker's Management by Objectives Model	61
6.3	The Collegial School Planning Model	61
6.3.1	The Cooperative Learning Model Applied to Management ..	63
6.3.2	The Definition of the Collegial School Planning Model ...	67
6.4	Comparison of the Two Models	69
6.4.1	Differences Between the Two Models	72
6.4.2	Similarities of the Two Models	76
6.5	Indicators	77
6.6	Conclusion	81
7.	RECOMMENDATIONS	83
7.1	Recommendations to the Director General	84
7.2	Implementation	85
7.3	Potential Problems Related to the Implementation of the C.S.P.M.	87
7.4	Conclusion	89
8.	CONCLUSION	91

APPENDICES	94
A. Basis of the model	95
B. Collegial School Objectives Planning Guide	97
C. Indicators	99
BIBLIOGRAPHY	101
WORKS CONSULTED	104

LIST OF TABLES

1.	Management Process with an MBO Approach	18
2.	How You Manage	21
3.	Differences Between the Two Models	70
4.	Steps in the Process	71

SUMMARY

The mandate of this project was to propose a participative management by objectives model that would allow school principals and the Director General to communicate on issues dealing with quality in schools. The model proposed had to take into account the specific characteristics of the Eastern Quebec Regional School Board and its three member Boards.

The proposed model finds its basis in Drucker's traditional Management by Objectives model. The model developed, was based upon the research, as well as the findings resulting from interviews, involving all of the stakeholders, using an open questionnaire. Prior to the interviews, one of the concerns that was evident and needed to be addressed in the model, was a problem of time and distance. The Eastern Quebec Regional School Board covers a large geographical area and the Director General, who is the immediate supervisor, of all of the principals does not have the time to meet with principals on an individual basis more than once a year. With this in mind and the idea of applying the MBO to the Board, the author interviewed the stakeholders, with the intent of developing a workable model.

The findings, resulting from the survey, led the author to propose a model which blended the traditional MBO with the cooperative peer group learning model as proposed by the Johnsons in their book Circles of Learning: Cooperation in the Classroom, (1988) . He also adjusted the writing of objectives to the field of education with a special emphasis

on indicators and action plans. The model proposed is referred to as the Collegial School Planning Model.

The innovative element of the model was the application of the idea of cooperative learning techniques to management. It should be further noted that all of the stakeholders were familiar with the cooperative learning model since it had been used within the Board over the past four years. The Collegial School Planning Model involves, as a first step, the establishing of general statements of intent by the school community with the principal. The action plan and success indicators are then established and are shared by principals in small base groups in order to both fine-tune the action plans and also to make a commitment to the other members of the group. The Director General would meet with all principals once a year to share the school objectives and action plans. Following these first two meetings the small base groups would meet two or three more times a year to share the progress or lack of it regarding the objectives and action plans of all of the schools. The focus of the Collegial School Planning model is on the school or system. The objectives set are institutional objectives. It is the school that is being assessed rather than the principal but, this in no way reduces accountability vis-a-vis the school principal.

The report concluded that the model should be applied to the Eastern Quebec Regional Board. It also concluded with some suggestions concerning the successful implementation of the Collegial School Planning Model.

- 1 -
INTRODUCTION

1. INTRODUCTION

The educational system today is under a lot of pressure to perform and all of its agents are expected to be accountable. The society surrounding the system is also under constant and rapid change. More and more demands are being placed on schools and the school system and the system is expected to provide more and more services with fewer and fewer resources. The main agent who is faced with the every day front line operation is the school principal. It is also the school principal who has one of the greatest bases of influence on whether a school is an excellent one or not.

The principals of the Eastern Quebec Regional School Board, over the past five years, have expressed concern over the number of their peers who have found themselves in trouble. Concern has also been expressed regarding the isolation that principals of the Eastern Quebec Regional School Board are exposed to.

It is obvious that this project will not answer all questions or solve all of these problems. The project will, however, propose a model that will allow principals and their immediate supervisor to focus on the needs of their schools in their changing communities. The proposed model will help to improve communications and allow principals and their immediate supervisors to share relevant information which, in turn, will allow the principals to set effective objectives that will focus on improving their schools. The model will also suggest ways of measuring these objectives and

adjusting them as needed. It is a well known fact, that in the field of education, objectives are difficult to measure. One could, therefore, ask why set them? The model will allow principals not only to set measurable goals but will also suggest ways to evaluate these goals and thus, will allow principals to control their own schools, adjust to their communities, and focus on improvement. It will help principals to become more aware of their school's performance as well as their own.

1.1 Mandate

The mandate for the project was given by Mr. William Pennefather, the Director General of the Eastern Quebec Regional School Board. Mr Pennefather is also the Director General of the three local boards: St Maurice, Greater Quebec, and Saguenay. The mandate that was given to the author of this project was to propose a participative management by objectives model for the principals of the Eastern Quebec Regional School Board and its three member boards. The model proposed was based upon the latest management theories. The model, however, also took into account the specific characteristics of the Eastern Quebec Regional School Board as well as its member boards.

The author of the project was also asked to provide the Director General with ideas on how to successfully implement the said model.

1.2 Overview of the Project

The first three chapters of this project deal with the definition of the problem, the mandate, and the scope. The first portion also deals with an overview of the Eastern Quebec Regional School Board. The author presents, in chapter three, the theoretical model that will serve as the basis of the concrete and personalized model.

The methodology is presented in chapter four. The analysis and interpretation of the findings of the author, pursuant to his research, is presented in chapter five.

Chapters six and seven deal with a proposed solution and recommendations for the implementation of the said proposal respectively. Chapter eight contains the conclusion, annexes and a bibliography.

- 2 -

**OBJECT OF THE STUDY
AND DEFINITION OF THE PROBLEM**

2. OBJECT OF THE STUDY AND DEFINITION OF THE PROBLEM

2.1 Eastern Quebec Regional School Board and its Local Boards

The organisation, which was the object of this study, was the Eastern Quebec Regional School Board and its three member boards (Greater Quebec, St. Maurice and Saguenay). A fourth local or member board was, and has been, part of the Eastern Quebec structure, however, as of July first, 1992, the Seven Islands Board was no longer a part of Eastern Quebec Regional School Board. It was for this reason that the author of this paper excluded the Seven Islands Board and its schools from the present study.

The Eastern Quebec School Board, with its member boards, had a student population of approximately four thousand. The head office was situated in Quebec City with local board offices in Jonquiere, Quebec and Three Rivers. The schools under its jurisdiction, and that of its three member Boards, were spread out over the eastern portion of the province of Quebec, and were located in the following municipalities: Alma, Chibougamau, Chicoutimi, Metis Beach, Jonquiere, Quebec, Thetford Mines, Three Rivers, La Tuque, Schefferville and Shawinigan.

From a legal perspective the Regional Board was responsible for the high school education and the three local member boards were responsible for elementary education. However, the local boards had delegated authority to the Regional Board for instructional, financial and personnel services. Thus, in the daily operations of the boards, Eastern Quebec Regional School Board dealt with all operations. The local boards were involved in decision making for all the students in their sector, both high school and elementary, by gentleman's agreement. This type of arrangement was an attempt to obtain the best of both worlds, that of local autonomy while still maintaining an economy of scale through the centralisation of services.

2.2 Definition of the Problem

2.2.1 Historical Perspectives

Over the past few years the Eastern Quebec Regional School Board had been living through a period of turmoil resulting in ambiguity of roles, policies and procedures which had led to a period of introspection. The Board, at one point, hired a consulting firm to help it in this period of questioning in order to give the Board a new direction. A special task force was then established to pursue the reflection, and was assisted in this venture by the personnel department. As a result of the preceding process, the School Board tried to formalize its internal operations.

Until last year, job descriptions were practically non existent and there was no formal, structured system of communications for the majority of the personnel, with the exception of those affected by collective agreements, the "Politique Administrative et Salariale du Québec" or by the "Loi de l'instruction publique du Québec". Even with the aforementioned regulations, laws and agreements, job descriptions were, in general, incomplete except for those of the teaching staff. There existed a provincial probationary system for teachers and the Board did have a policy dealing with teacher supervision. Nonetheless, other than a policy concerning the probationary period for principals, there existed no formal or structured policy dealing with the administrative personnel of the board including senior administrators, principals, managers and support personnel. Other than the aforementioned probationary policy for beginning principals, there was no formal communications system that permitted all to focus on organisational and personnel objectives.

In order to deal with the problem of the lack of structure regarding management objectives, communications and job descriptions, particularly at the central Board office, the School Board had taken

a number of important steps dealing with the managing of human resources. The first step in the process was to hire a person to deal with the management of human resources. The human resources manager was given, among other things, the mandate to proceed in a systematic manner in defining roles and jobs at the central office. In the first phase of her mandate the human resources manager conducted a series of interviews with the personnel of the central office, pursuant to which she concluded, in an Ad-Hoc Personnel Committee report of the Eastern Quebec Regional School Board (1991):

I believe all of the information shared above has a common message - direct, open and honest communication. I am convinced it will lead to greater understanding of the organisational goals, our mission, and the individual role of each employee to reach the goals.

The manager in question also noticed that there was a good working atmosphere in each department and that the employees seemed to be communicating well among themselves but the communication was cellular in type. The term "cellular communication" involved, in this context, good communications within each department or field of service or cell. However, there seemed to be a communications problem between the various departments or between the various cells. The aforementioned conclusion applied to the central office, for

the study was limited to this group of employees. It should be noted, however, that although the study was limited to the central office this did not mean that the same problem did not prevail in the schools. The schools governed by the Board, as was pointed out in the opening paragraphs of this paper, were spread out over a large geographical area and most were far from the central office. One could have surmised that if the problem of communication was present at the central office, considering the geographical reality of the schools, the same problem was probably also present for the schools, if each school was treated as a cell relative to the Board. Over the years different principals, both new and experienced, found themselves in trouble while their immediate supervisors were not always aware of the problem until it had escalated, in some cases, beyond repair.

2.2.2 Problem Definition

The Board was dealing with some of the concerns at the central office outlined above, but the situation in the schools and with the principals was not under study other than through negotiations with the Eastern Quebec Association of School Administrators Local and the Board, concerning the principal probation system.

According to research, Gérard Ethier, a recognized writer and researcher in the field of management in education, tells us that the role of the principal is important, to say the least, in ensuring excellence in schools (Ethier, 1989, p.100). It is the principal who is the link between the central office and the school. The "raison d'être" or the fundamental purpose of the School Board is to provide educational services to its students and one must assume that this also involves providing the highest quality of educational services possible. According to Gérard Ethier (1989, p. 92), the school board with all of its operations exists because of the actions at the school level. With this in mind and the belief that it is the principal's leadership that "makes it happen", the author of this paper focuses on this group of employees of the Board.

Over the past five years the Board and the Eastern Quebec Local of the Quebec Association of School Administrators(QASA) had been reviewing the evaluation process for new principals. The discussions had been ongoing and changes had been made over this period. The principals were concerned with the performance appraisal, since a relatively high number of principals had faced problems in their positions. The aforementioned problems, however, were not restricted solely to principals living through the principals'

probationary process as, over the years, even experienced principals had also found themselves in difficult situations. The problems alluded to seemed to be an indicator of a problem that could find its roots in the hiring system, the professional improvement system, the performance evaluation process, the absence of good candidates, the changing demands of the school communities, the lack of support mechanisms for new principals, or possibly a combination of some or all of the above.

Since the principals who found themselves in trouble were not always probationary principals. In some cases they were principals who were considered good effective practitioners by their peers, their communities, and their supervisors. Thus it seemed that the problem lied not necessarily with the selection process or the absence of good candidate. The author of this paper believes that in many cases better communications, clearly defined and measurable objectives focused on a common vision, paired with a participative style of management, and better support for beginning principals could have helped prevent many of the problems outlined in this paper.

It should be noted that during the five years of discussions and

changes alluded to above, it was the evaluation tools that underwent change more so than the whole process. It is the intention of the author to propose a systems approach to deal with the problem. The model that the author proposes is a participative management by objectives model in the belief that it helps improve communications. The model would allow principals to focus on change and on changing school communities, for they would be equipped to auto-evaluate their performance as well as that of their school. The emphasis would be shifted from the instruments to a more global approach (systems approach), placing the focus on participative management and teamwork without removing the notion of appraisal.

2.2.3 Importance of the Subject

The subject of this study derived its importance from the fact that an information system for principals needed to be put in place which would allow them to knowledgeably focus on their schools, recognize their own progress or lack of it, and would allow for productive exchanges with their supervisors.

The School Board finds its fundamental purpose in its schools, that is, student learning. At the school level it is the principal who is one

of the most important agents in promoting excellence.

The author of this paper proposes a participative management by objectives model as introduced by Peter Drucker in his book the Practice of Management written in 1954. The model proposed by the author is adapted to the needs of the School Board. The model takes into account the indicators and the problem of measurement, in the realm of education. The author attempts to deal with the notion that "since indicators in education are not precise why measure?" He proposes a revised version of the Peter Drucker model that is flexible enough to deal with less precise indicators while still measuring results.

The author believes that as a result of the application of such a model the problem of communication and the problem of a large number of principals in trouble will be improved. He believes furthermore, that such a model could provide principals and their immediate supervisors with a higher level of motivation vis-a-vis school improvement.

- 3 -
THEORETICAL MODEL

3. THEORETICAL MODEL

3.1 Choice of Theoretical Model

The theoretical model of management by objectives served as the basis for this paper, as introduced by Peter Drucker and as reviewed by many other authors such as George S. Odiorne. The model promotes a systems approach with the components "resources", "activities" and "results". A system, according to Jacques Desbiens (1991, p. 3), is a collection of different elements which are interdependent but which are brought together for the purpose producing specific results inside a process of activities necessitating the use of resources. Odiorne (1979a, p. 77) defined the management by objectives process as follows:

A process whereby the superior and the subordinate managers of an organization jointly identify its common goals, define each individual's major areas of responsibility in terms of results expected, and use these measures as guides for operating the unit and assessing the contribution of each of its members.

Jacques Desbiens (1991, p. 1) added two elements to this definition by including the idea that the process must be applied to all levels of the organization and that the time limit must be defined. These definitions are reviewed in this paper as are certain terms.

The project reviews the notions of management, motivation, participation, objectives, results and indicators. It also takes into account the factors that are necessary for an efficient and effective participative management by objectives process.

3.2 Management

The process of management according to Hampton (1986, pp 22-23) involves four activities; planning, organizing, leading and controlling. Peter Drucker proposed a model of management by objectives (MBO) which he advocated as an effective means to deal with the process of management. Drucker (1954, p.9) believed that;

the manager can improve his performance in all areas of management, including the management of business, through the systematic study of principles, the acquisition of organized knowledge and the systematic analysis of his own performance in all areas of his work and the job and on all levels of management.

The application of the Drucker model of management to Hampton's view of the management process could be seen as follows:

Table 1

MANAGEMENT PROCESS WITH AN MBO APPROACH

PLANNING	Setting Goals-How to get the job done
ORGANIZING	Determining who will do what, with what and when?
LEADING	Setting objective criteria for their measurement in a participative mode.
CONTROLLING	Reviewing objectives and the degree to which they are or have been met.

The Drucker approach can thus be applied to Hampton's view of the management process and according to Drucker this application was effective.

The Drucker model held the view that through a management by objectives approach the manager is able to control his own performance. According to Drucker (1954, p. 131) "management by objectives enables us to substitute management by self-control for management by dominance." He believed that an MBO approach increased intrinsic motivation.

3.3 Motivation

The participative management by objectives model finds its basis in such

notions as motivation and the idea that the individual is autonomous and responsible. Writers such as Maslow (1954), McGregor (1960) and Herzberg (1966) have provided insight into motivation and job satisfaction.

Maslow's theory of the hierarchy of needs (1954) maintained that people are motivated by five types of needs: physiological, safety, love, esteem and self-actualization (expressed from the lowest to the highest levels of Maslow's triangle of needs). The importance of Maslow's theory of needs was helpful to managers in that, among other things, it allowed them to understand that unsatisfied needs could motivate behaviour.

Frederick Herzberg (1966) developed another motivational theory, which found its basis in Maslow's hierarchy of needs, the hygiene theory of motivation. Herzberg proposed the notion that "Satisfaction is affected by motivators, dissatisfaction by hygiene factors" (Hampton, 1986, p 423). According to Varney (1971, p. 66) "When Herzberg refers to hygiene factors (or maintenance needs), he's talking about Maslow's first three levels of human needs." Varney went on to point out that "the motivational needs are those at the higher end of Maslow's hierarchy; that is self-esteem and self-actualization needs." Managers must remember, according to this theory, that one does not motivate by improving the hygiene factors. However, by maintaining a hygienic work environment one is diminishing

the reduction in productivity that might be lost if the environment at work is not hygienic. The Management by Objectives approach was based on the motivators rather than the hygiene factors.

According to Varney one must also take into account the individual's personality, for it plays a important role in understanding the behaviour of individuals in the organization. Varney states (1971, p. 67) that the MBO does not deal directly with either Herzberg's motivators or with the individual's personality but rather with the environment itself or the climate of the organization. He went on to say (Varney, 1971, p. 67):

If the climate is constructed so that the individual is able to meet his basic needs and realize some sense of self-esteem and self-actualization, he will derive a feeling of satisfaction and accomplishment, and in turn be more highly motivated.

Douglas McGregor's theory X and Y also promotes a similar notion. McGregor called the traditional assumptions theory X, and the contrasting ones theory Y. According to Hampton (1986, p. 54), the theory Y assumptions have more support in behavioral science than do theory X assumptions. Table number two outlines some of these assumptions in respect to the Management by Objectives model.

Drucker shared this view of man. He saw man and work in a similar light to

that proposed in the theory Y manager, as expressed by McGregor. According to McGregor, contrary to the views expressed by Taylor, the worker is not inherently lazy. Drucker believes, as does Douglas McGregor, that the view of man as inherently lazy is a misconception. The following view of man and work is contrary to the view expressed by Drucker:

work as a kind of punishment that people must undergo in order to get satisfaction elsewhere. It tends therefore to put emphasis on satisfaction outside and beyond the work. (Drucker, 1954, P. 227).

The following table outlines Douglas McGregor's theory X and Y as applied to an M. B. O. system as seen by Glenn H. Varney (1971, p. 8).

Table 2

HOW YOU MANAGE

STYLE	X	Y
Assumptions	Lazy Fearful	Work hard Committed
Performance appraisal	Tell and show	Listen and help
Actions	Control Direct Instruct	Delegate Participate Resource

The MBO approach is thus based on the assumption that man enjoys working hard and is committed to his work. Gérard Ethier (1989, p. 228)

stated that according to Locke, the MBO approach was also based upon the assumption that people are motivated if they know the objectives and that these objectives are significant to them. The advocates of this model also suggested that control was exercised effectively when the immediate supervisor listened and then provided help in a supportive mode. The immediate supervisor when following this model delegates, promotes participation and acts as resource person rather than taking on the roles of controller, director and instructor.

In the field of education, Seymour Papert (1980, p. 32) maintained that a teacher should be a facilitator of learning for effective learning to take place. The role of the immediate supervisor plays a similar role. He should be a facilitator permitting the employee to do, in his own way, the job that needs to be done, while at the same time providing support wherever necessary.

3.4 Participation

Different authors provided varying definitions and classifications of participation. Gérard Ethier (1989, p. 127) provided a model based upon four levels: information, consultation, collegiality and autonomy. The first and lowest form of participation is providing the subordinate with information about a decision that has already been made. The second level of

participation is consultation. During this process the supervisor consults and, following the consultation, makes a decision. The third level of participation is the collegial form, which places the supervisor at an equal level with his subordinates and together as a group the decision is made. The fourth and last level in the model is autonomy. The final form of participation in this model involves giving the subordinate full authority over the decision. It was this form of participation that Drucker advocated when dealing with establishing action plans.

The autonomy level of participation as advocated by Drucker is also promoted by others for there are advantages. Gérard Ethier (1989, pp. 128-130) provides us with a list. These are:

- Participation has favourable effects on the harmonization of organizational and personnel objectives or at least renders them complementary rather than putting them in opposition to one another.
- Participation helps to motivate the individual. There is a need for all to feel valorized and appreciated.
- The decision taken is generally of better quality when the users of

the decisions are involved.

- Chances are that, if those who are affected by the decision are involved in it, they will be more likely to accept it.
- Participation is an effective way of making use of human resources through their input.
- Participation helps to render the organization more humane.
- Participation helps to make the organization more flexible to change in that the individuals in it are part of the decisional process and thus the decisions will be more global in scope.
- Democratic leadership is becoming a more prevailing form of leadership. Authority does not have the same meaning as it did years ago and participation thus takes on a important role.
- Participation allows one to get a better picture of the problem and the possible solutions and thus it can reduce the degree of error.
- Participation is an excellent means of obtaining cooperation which is

essential to good management.

The autonomy level of participation also has its drawbacks and here again Gérard Ethier (1989, p. 130) provided us with some insights. According to the aforementioned author, participation requires more time for the same decision and more people are involved therefore the cost seems much higher. Conflicts will sometimes occur in the group. Not all are good at the rules of the game in reaching decisions in groups. Some view the participative model as a way to shy away from authority. In other words some could use it as a means to abdicate their responsibility and authority. Also some use it as a means to give authority for decisions to others, who do not have the responsibility of the decision.

Participation can be effective provided that certain conditions are met. For participation to be worthwhile the decisions must be important and appropriate. The people consulted must be working in the field which is affected and or involved in the object of the decision. It must have significant meaning to them. There is nothing more frustrating for an employee than to be consulted on something routine, of little importance, or having nothing to do with his or her work. Time management strategies must be devised so that employee time can be used effectively and efficiently. The rules of the game must be clearly defined as well as the

roles of all of those concerned. The discussion group must be well animated and all pertinent information and expertise must be available to the group if it is to work effectively. Effective use must be made of the expertise, strengths and competencies of all. Some people might have a lot to offer in some fields and little in others. The time requirement is also important. Participation takes time and some decisions do not allow for such time. One must not resort to participation if quick decisions are required and time does not allow for participation. Finally some decisions are the responsibility of the supervisor and he or she must make those decisions.

Drucker believed that the manager must participate in the planning of his work. Drucker maintained that the scientific management approach, as advocated by Taylor, was a great insight but only considered half of the picture. Taylor treated man as a "machine tool" in which work must be broken down into its simplest constituent motions and then organized by the specialist. Drucker (1954, pp. 283-285) clearly stated that planning and doing must not be divorced. He further maintained on page 309, that "We have overwhelming evidence that there is actually better planning if the man who does the work first responsibly participates in the planning." Finally, on page 307, he said that the management vision "can only be obtained through the experience of participation"

3.5 Objectives

The most fundamental definition in a MBO process is the objective. Jacques Desbiens (1991, p 130) defined objective as follows: "Un objectif est un résultat spécifique et mesurable que je m'engage à avoir produit à un système-client à une date donnée.". The aforementioned definition requires clarification. The words 'specific result' carry a similar meaning to specific output. In producing a specific output one must start with an input which is transformed and the end product is the output, or in this case, the specific result. An action plan is prepared which defines the means to achieve the said output.

The word measurable is most significant in this definition for it is frequently on the interpretation of this term that MBO fell down in practice. (The author will elaborate more on this problem later in this paper). Measurable means that the result can be evaluated in quantitative or qualitative terms. The author of this paper will use the term indicator when referring to the specific measurement instruments used to determine the degree of attainment of an objective. It should be noted that the author believes that, in the application of the management by objectives model to the field of education, one must generally talk in terms of indicators rather than of an indicator when accessing the degree of attainment of an objective but, once again, this subject is dealt with in detail later in this paper.

In his definition Jacques Desbiens referred to the notion of commitment or "engagement" and by this he meant that the individual must not only be able, in realistic terms, to meet the objective but it must also be a motivating factor for him or her (a challenge).

The client system is a crucial ingredient in the definition and Jacques Desbiens believed that one should not lose sight of the perspective that the objective must meet the needs of the client or user and that this end product should be both useful, and usable, to the client (Desbiens, 1991, p. 131).

The final element in the Jacques Debiens' definition was that of setting the time frame. The set date according to Desbiens was the day at which the degree of attainment of the objective was to be evaluated or, the day that the objective must be attained.

3.5.1 Problem Solving and Objectives

Why set objectives? Objectives are set to solve problems or to change situations. Prior to the setting of objectives one must first define the present situation following which one establishes the desired situation. The difference in these two situations is what constitutes the problem. The aforementioned process presupposes

that the manager is dealing with the elements that are under his operational zone or field of responsibilities.

Objective or goal setting according to Hampton (1986, p. 146), "seems to lead to better performance than not having goals". Objective setting in organizations is similar to navigation on a boat or in an airplane. It seems to stand to reason that if you know where you are and where you are going then you stand a better chance of getting there than if you don't know where you are going.

3.6 Indicators

One of the essential elements in an MBO process is the indicator, which is the variable that defines the measurement of the attainment or non attainment of an objective. In their article entitled "La petite histoire de l'évaluation de programme au gouvernement du Québec: un avenir à surveiller" the authors Richard Marceau and Daniel Otis outlined five types of indicators that could be used for purposes of evaluating programmes (Marceau and Otis, March-April 1991, p. 4). The five indicators were: input indicators, activity or production indicators, output indicators, impact indicators and performance indicators. The aforementioned types of indicators as defined by Marceau and Otis were also the five types of indicators that are used in order to focus on the measurement of objectives

in an MBO process.

3.6.1 Input Indicators

Input indicators measure the use of resources that are used to reach a given goal (i.e. teachers salaries, number of teacher hours, costs such as number of dollars spent on text books).

3.6.2 Activity or Production Indicators

Activity of production indicators measure the process not the effect on the client (i.e. number of staff meetings per year, number of general assemblies, number of lessons taught).

3.6.3 Output Indicators

Output indicators measure the result or output of an activity or program (i.e. success rate of students in a given course, number of students mastering a given objective).

3.6.4 Impact Indicators

Impact indicators measure the effect of the activity or program and which must be defined in terms of the real underlying purpose of the

program. (i.e. a drop out rate falls as a result of a higher success rate; greater participation of parents in school which results in an increase in success rates; the implementation of a sports program which is directed at improving school spirit but which results in a lower drop-out rate or an increase in success rates). Impact indicators are sometimes unexpected.

3.6.5 Performance Indicators

The last type of indicator is one that measures the performance of an activity or program with the various alternatives. It can be a ratio which compares results with cost or results with input. (i.e. the teacher student ratio versus the success rates of students, the per student cost versus the drop-out rate, the cost of increasing the student school calendar by five days and the reduction in drop-out rates versus the reduction of the student teacher ratio and the same reduction in drop-out rates).

3.7 Participative Management by Objectives Process

According to Jacques Desbiens an effective MBO process involves two major elements: first, a commitment between the supervisor and the employee concerning the results to be obtained, and second, regular meetings to determine the attainment of the objectives and to make any

necessary corrections (Desbiens, 1991, p. 6).

Odiorne (1965, pp. 55-56) quoted three essential ingredients to an effective MBO: managers and supervisors must: 1) agree upon common goals; 2) determine respective responsibilities, and 3) identify and set specific indicators and performance mechanisms.

Hampton in his five step participative management by objective process summarized the two aforementioned authors. The participative management by objectives process involves, according to Hampton (1986, pp. 146-147) five steps;

1. Preparation, by the subordinates, of specific, written goals within a framework provided by the superior;
2. Joint discussion of and agreement upon a goal by the superior and subordinate;
3. Joint review of progress at set times and performance appraisal based on a set of objectives;
4. Adjustments as deemed necessary; and
5. The sequence begins again.

According to Nasir Islam (1984, p. 5) the MBO process has at least four major steps which must be carried out. They are: the learning or diagnosis, the goal setting and action plan formulation, the periodic evaluation, and the

final assessment. The major differences in the two proposals is that Islam views the whole process before its implementation into the organization whereas Hampton describes the MBO cycle once it has been introduced. Islam's first step involved a study of the organization ensuring commitment from top management, followed by training sessions for all managers concerned. It is the view of the author of this paper that these first steps are essential if one is to succeed in the introduction of an MBO approach into an organization. It should be noted, however, that once it has been introduced, then the steps outlined by both Hampton and Islam are essentially the same.

3.8 CONCLUSION OF THE CONCEPTUAL MODEL

The author of this paper recognizes that the MBO model has not always been successful in its implementation. He maintains, however, as does Hampton (1986, p. 153) "That the MBO doesn't look as good in practice as it does in theory may be partly attributed to problems of implementation." With this in mind the author of this paper not only proposes a workable model but also suggests a means of implementing it based on the research dealing with the implementation of change in organisations. It should be noted, however, that the concept of change is not treated as extensively as the main theme of Management by Objectives. The author, however, does submit ideas for a successful implementation of the MBO model which is

based upon current research on organizational change, as well as on his findings resulting from the interviews with the various stakeholders.

The author recognizes that the application of the MBO, as defined by Drucker, lends itself well to the business organization. It is much easier to set measurable objectives in an environment of sales quotas or production quotas than it is in other fields of administration. Administration in the public sector, particularly in the area of education, does not lend itself as readily to measurable elements. It is much more difficult to measure in this type of environment. With this in mind this paper suggests avenues to be followed that permit the establishment of measurable objectives. The author believes that a model derived from Drucker's can be developed and applied successfully to the Eastern Quebec Regional School Board provided that the subject of indicators, as well as the problem of bureaucracy, are dealt with in the proposed model. The author is not limiting the concern to these areas but addresses these ones that seem, at the onset, to be the most difficult to deal with in the framework of the organization in question. The author recognizes that as a result of the survey other issues will also probably emerge.

- 4 -
METHODOLOGY

4. METHODOLOGY

4.1 Introduction

The purpose of this study was to propose a participative management model that is applicable to a public organisation, specifically to the Eastern Quebec Regional School Board.

4.2 Proposal of an Preliminary Model

The paper, following the review of the literature in the areas of participative management by objectives, communication of objectives and performance appraisal and feedback, will suggest a preliminary MBO model that is applicable to the Eastern Quebec Regional School Board. The preliminary model will be revised as needed following the interview process. Normally the author would recommend a study of the organization prior to the proposal of a preliminary model, however, due to his knowledge of the Board, this step was excluded from the process.

4.3 Collection of the data

An internal survey was conducted in the form of action research, which focused on the areas of concern to the stakeholders, namely, all principals and their immediate supervisors. The Survey involved fourteen principals, the Director of the E.Q.R.S.B. Adult Education Centre and the Director

General. It is to be noted that the aforementioned group involves all of the Principals of the Eastern Quebec Regional School Board and their supervisor.

All of the interviews were conducted by the author of this report and were scheduled over a period of ten days during the month of June 1992. All interviews took place in the schools of the principals concerned. The interview with the Director General was scheduled at the Board Office. Conducting the interviews in the work place allowed the various stakeholders to feel at home, relaxed and it also allowed the interviewer to see the stakeholder in his or her normal work environment.

4.4 Objective of the Survey

The objective of the survey was to obtain information on subjects that needed to be dealt with in the proposal of an effective management by objectives model in the School Board, for the principals and their immediate supervisors.

4.5 Description of the tool

The survey involved semi-structured interviews with all principals and their immediate supervisors. The questionnaire or guide contained ten questions, the details of which, is dealt with in chapter five.

The purpose of the interviews was threefold: first, to allow the author to formulate or validate the specific model to be applied in the organization; second, to permit the author to propose recommendations to the organization concerning the implementation of the model; and third, to provide an opportunity to facilitate its implementation since all of the stakeholders had been involved in the consultation process through the interviews.

4.6 Pre-Test

In order to validate the questionnaire, it was tested with three principals. The questionnaire involved open type questions and that served essentially as a guide for discussions. Due to the flexibility inherent in this type of survey and due to the fact that it was conducted face to face with the interviewees by one person, the author of this paper, no changes were required.

4.7 Conclusion

Based upon the findings of the survey as well as the theory resulting from a study of the various models, one will be proposed designed to meet the needs of the organisation and help to improve its communications and feedback practices.

4.8 Limits of the Study

The subject of this study was to propose a Participative Management by Objectives model that would allow principals and their immediate supervisors to communicate on issues dealing with the quality of the schools. The study does not deal with the whole organization but only the principals and their immediate supervisors. It should also be noted that the study does help in suggesting paths to be explored vis-a-vis indicators, but it does not provide a prescriptive list of such indicators even though the author recognizes that the subject of indicators is a crucial element in this study.

- 5 -

PRESENTATION AND ANALYSIS OF DATA

5. PRESENTATION AND ANALYSIS OF DATA

In this chapter the author will review the results of the interviews and will identify the elements that need to be dealt with in order to introduce a type of Management by Objectives Model that suits the needs of the organization.

5.1 Description of the Stakeholders Interviewed

The group involved in the interviews, as outlined in the previous chapter, consisted of fourteen principals, one Adult Education Centre Director, and the Director General. Other than two principals involved in the interviews who were in their second year of the principal probation process, all in-school administrators were tenured with the Board. The range in experience varied from two to fifteen years and in most cases in the same school.

5.2 Results of the interviews

The findings resulting from the interviews will be reviewed in this chapter, and the findings will serve as a basis for the proposal of a model. The following section will provide a summary of the results of the interviews.

RESULTS OF INTERVIEWS WITH STAKEHOLDERS

The questionnaire was used as a guide for interviews which were conducted by the same person with all stakeholders, between June 5th and June 15th, 1992.

1. **If the Board were to implement a Participative Management by Objectives model and you were involved what would be the areas of concern for you?**

In response to the aforementioned question the stakeholders raised a number of concerns and they identified areas that needed to be addressed or needed to be dealt with in some way in the model. More than half of those interviewed stated that for the model to be successful the relationship between the supervisor and principal must be based on such notions as trust, respect, teamwork and must be dealt with in a supportive mode. The following is an exhaustive list of the concerns raised by the stakeholders:

- The time and distance problems and the need to meet face to face must be addressed.

- Ensure respect for the ideas of all.
- Trust between supervisor and principal must be present.
- Supervisor must be a supportive resource for the principal and a collegial approach must serve as the basis of the relationship.
- Difficulty between the supervisor and principal in sharing similar views due to different perspectives and both are serving different clients.
- Principals serve their communities and don't have full control over their own agendas.
- Participation has to be real.
- Sense of team spirit and trust among principals and between principals and their supervisors must be built.
- Roles must be defined and the model must be clear and understood by all.
- Administrative versus political roles must be clarified.
- The model must not be used to compare schools but rather to compare a school to itself. Each school must strive to reach its potential.
- The model must be a self evaluative tool not a principal evaluation tool.
- Writing realistic and measurable objectives that are significant

is difficult when dealing with certain aspects in schools (i.e. the sense of belonging or school climate).

- The problem of the model becoming too bureaucratic, involving too much paper work, must be dealt with.
- Principals have to be involved in and must be part of the initial process.
- Teachers, principals, secretariat, director general and commissioners must accept if the model is to succeed.
- Supervisor must be involved with all of the schools.
- Supervisor should meet with the principal in the school in order to better understand the school community.
- Care must be taken in defining success.
- Principals must have all of the information they need to do their jobs.

2. If the Board were to implement a Participative Management by Objectives model should it do so throughout the Board or rather on a smaller scale, for example one sector?

When asked this question eighty percent (80%) of the stakeholders suggested that it should be applied throughout the Board while the remaining twenty percent (20 %) thought that it should be done on a smaller scale such as in the form of a pilot project and then applied to the whole Board if the findings were positive.

3. **What would you suggest as the steps to a successful implementation of a Participative Management by Objectives model within the Board?**

In dealing with this question the author of the paper and interviewer did not repeat all of the responses but shared the previous responses with each stakeholder. Once suggestions were made the ideas were submitted to others. The following steps to a successful implementation were collectively suggested by the stakeholders.

- A. Get input from the grass roots and ensure that the ideas expressed are built into the model.
- B. Prepare a model based upon the findings resulting from the interviews and the research.
- C. Present the model at a general meeting of principals once it has been approved of by the Director General. The presentation of the model at the meeting serves two purposes; first it allows all to receive the information on the model and secondly it allows all to have input into the fine

tuning of the model. A time line would also be established at this meeting for the implementation of the model.

- D. Ensure that all (principals, Director General, senior administrators, and Commissioners) understand and agree with the model.
- E. At a general meeting, time should be set aside to allow principals to share their school objectives, action plans and success indicators in small cooperative groups as a means to better understand the model and to experiment with its application.
- F. Implement the model throughout the Board.
- G. Review the model on an annual basis to determine its effectiveness.

4. **If the model was introduced should it involve as a first step information sessions in small or large groups?**

The response to this question by the interviewees was ninety four percent (94%) in favour of information sessions in large groups with

all present. The stakeholders believed that all should receive the information at the same time.

5. Should this type of a model be used for supervision? Why?

The question of supervision was of major significance to many of the stakeholders. In response to this question fifty six percent (56%) of the stakeholders interviewed believe that the model could be used for formative supervision and the remaining forty four percent (44%) believed that the model should not be used for supervision of principals. It should be noted that sixty nine percent (69 %) of the stakeholders believed that the focus should be on the system or school rather than the principal.

In order to better understand the responses to this question, it should be noted that nearly all of the stakeholders would agree that if the focus was on the school rather than the principal even though this in no way reduces the accountability of the principal, the model would lend itself better to collegial problem solving between principals and their supervisors.

6. One of the problems of setting objectives in the field of

education is the precision and reliability of indicators. With this in mind do you have any suggestions as to effective indicators that would allow a principal to evaluate his or her own school?

The purpose of this question was to develop a list of possible indicators which in turn could be used by the stakeholders and which in turn might allow them to find others. The following is a list of indicators that were suggested by the stakeholders:

- Teacher tests
- C.T.B.S. scores
- Ministry of Education examination results
- Student success rates
- End of cycle performance by students
- Course evaluations by students
- Drop out rates
- Ratio of students following given courses
- Questionnaires administered to parents, students, and teachers
- Verbal feedback (Ask certain key members of the school community such as: the Orientation Committee, the School Committee, the teachers' council, or students' council for their views on given subject dealing with the school.)
- Parent involvement (i.e. rate of turn out for parent interviews)

or school activities such as assemblies or student productions)

- Rate of involvement of students, parents, and teachers in extra curricula school activities
- Number of books read by students or circulation of books in the school library
- Number of cooperative learning activities going on in the school
- Number of class visits by principal
- Number of student productions
- Number of student exchanges
- Number of teachers attending workshops or following courses
- Number of student contracts
- Number of potential drop-outs who stay in school
- Amount of money raised for school needs
- Amount of money spent in given areas (i.e. text books, library books or student trips)
- Amount of time allocated to special students at both ends of the spectrum
- Number of acts of vandalism
- Rate of absenteeism
- Rate of use of computers across the curriculum

- Rate of use of certain facilities (i.e. computer room, labs, library or resource centres)
- Ratio of students who reach their potential
- Quality of students' work
- Cleanliness of school (graffiti)
- School climate survey
- Teamwork, sense of responsibility, sense of ownership, feeling of respect as perceived by principal, teachers, students, and parents
- Students happiness about going to school
- Number of innovative experiences by teachers
- Number of IEP's (Individualized Education Plans) developed
- The rate of students who stay at the school throughout the eleven years
- Number of students who are two or more years behind in their reading skills

- 7 **If a model of participative management by objectives was introduced should each participant have a few major objectives or should there be a large number of objectives?**

All of the stakeholders, in response to this question believe that a

maximum of two or three major objectives should be set for each school in a given year. It was believed that any more than three, and three was considered by some a lot but manageable, would result in a loss of focus. The stakeholders maintained that it is better to succeed with two or three important and significant general objectives rather than to run around trying to deal with too many objectives.

8. **What communication strategies would you suggest between your supervisor and yourself which would ensure effective communication?**

All stakeholders suggested that face to face communications in this type of a model are essential but that written feedback is also a good complement as well as other forms such as electronic devices including the fax and the telephone. The electronic tools have a significant role to play particularly in light of the geographical dimension of the Eastern Quebec Regional School Board.

Eighty eight percent (80%) of stakeholders who responded to this question believe that there should be at least one face to face meeting with the supervisor annually. It was also suggested that the supervisor or the director General should meet the principals in their

own schools.

Eighty one percent (80%) of the stakeholders believe that the cooperative model should be used in the process. (Note possibly one hundred percent (100%) would have agreed with this idea, however, the administrator of the questionnaire had not considered this concept initially and the idea was not raised during the first few interviews). The cooperative model is defined later in more detail.

Three of the stakeholders suggested that a guide should be produced to help principals in preparing objectives.

9. In order to be effective and not create more bureaucracy what suggestions would you make when developing a useful model?

Five out of sixteen stakeholders suggested that the model had to be simple and not create additional paperwork. Others suggested that a guide or sample form should be developed in order to help principals and supervisors in writing objectives. The responses to this question varied and the following list summarizes them:

- Only, two, or at the most three objectives should be set.
- One must deal with important not just urgent issues.

- Openness and trust must prevail.
- The model must have relevance to the principal.
- Action plans must be dynamic so that they can be changed when necessary.
- Objectives must be realistic as well as the time lines.
- Too much paper work will kill it.
- Keep it simple (KISS)
- Ensure effective use of time.
- Meetings must be flexible but focused.
- A guide should be produced to help principals in writing objectives.
- The model must be flexible enough to allow for the differences among schools.
- The model should be implemented slowly.
- A model of this type might allow for more effective use of resources.
- The model should be reviewed on an annual basis to ensure that it is effective and efficient.

10. **Do you believe that a participative management by objectives model should be introduced to the Board? Why?**

The response to this last but crucial question was unanimous. One

hundred percent (100%) of stockholders agree with the implementation of this type of a model.

Some of the stakeholders expressed conditions to their agreement. It is believed that the model must foster trust and openness and that it must not create more work than the benefits it generates. Some of the stakeholders, more than half of the respondents, went so far as to say that a model of this type would improve team spirit and open communications.

5.3 Synthesis of Interviews

In conclusion, the following paragraphs will highlight the main elements that resulted from the interviews. It should be noted that the questionnaire was open in type, which on the one hand allowed for freedom on the part of the interviewee to raise any subject, as opposed to, a closed questionnaire with specified and defined possible responses for the interviewee. One must note that with the closed type of questionnaire the subject of the interview is provided with a choice of answers and thus the analysis is less demanding and easier to tabulate. This type of questionnaire is more qualitative than quantitative. The open questionnaire on the other hand provides the interviewer with non-anticipated issues and topics being raised and it is for this reason that this type of questionnaire was used.

5.3.1 Cooperative Learning Model Applied to Management

The notion of incorporating the cooperative learning model to management was raised during the interviews and was not only an innovative idea but also provided the basis for the solution to the problem of the Director General's lack of available time. The cooperative learning model will be defined and elaborated in chapter six but, simply put, the cooperative learning model, according to the Johnsons in their book *Circles of learning: Cooperating in the Classroom*, (1988) involves placing learners in small groups usually of three or four. The group is in a supportive mode, for all and each of its members is responsible for all of the others. The notion of cooperative learning applied to management, simply stated involves, in this case, placing three or four principals together to share their schools' objectives.

5.3.2 A Systems Approach to Appraisal

The second subject resulting from the interviews was the idea of appraising the schools' performances rather than the performance of the principals and this notion was supported by at least 69% of the stakeholders interviewed. The notion that one way or another the principal is accountable and responsible is clear to all, but if the focus of the appraisal is on improving schools rather than improving

principals chances of all working together, as a team, towards school improvement are greater. Many of the stakeholders interviewed suggested that this model lends itself to formative supervision as opposed to summative supervision or appraisal. It was suggested that in the event of a principal being in trouble, even if it was detected as a result of the application of the Cooperative Management Model, a different and clearly identified evaluation process should be applied that would deal specifically with principals under evaluation or who seem to be in trouble. The cooperative model must be used in a formative and supportive mode and should focus on the school rather than on the principal.

5.3.3 The Director General's Role

The Director General is the supervisor for all of the principals and although all of the stakeholders recognize the time and distance problems faced by the Director General in meeting with them on an individual and face-to-face basis, the majority of stakeholders believe that he should meet with each one of them at least once a year and preferably in their respective schools.

5.3.4 Guide to Writing Objectives

Some of the stakeholders interviewed raised the idea that a guide on

writing objectives should be developed and provided, for those who wish to use it. Such a guide was developed and is elaborated on in chapter six (Appendix B).

5.3.5 Introduction of a Participative Management Model

The final question raised dealt with the introduction of a participative management by objectives model and is of significance. All of the stakeholders believe that a collegial Management by Objectives model should be introduced to the Board. The support for such a notion was greater than anticipated, however, when one considers that the model presented to the stakeholders was developed progressively during the interviews and modifications were made following suggestions of the stakeholders. The final model that was discussed and that will be presented in chapter six was the direct result of the blending of the traditional MBO, the application of the cooperative learning model and the suggestions made during the interviews.

5.4 Conclusion

The results of the interviews were reviewed in this chapter. The findings of these interviews provided subjects that needed to be dealt with in the development of an effective model. The interviews also provided ideas for

the development of a model that could not only meet the needs of the Eastern Quebec Regional School Board but could also meet with the approval in principle of all of the stakeholders involved.

The model that evolved from the interviews, which the author will refer to as the Collegial School Planning Model (C.S.P.M.), is defined in chapter six. It is also compared with the traditional MBO model in the aforementioned chapter.

- 6 -

CONCEPTION OF THE MODEL

6. **Conception of the model**

The most important section of this report is the **Conception of the Model**. It is in this chapter that a model is proposed to deal with the objectives of the study and to take into account the findings resulting from the interviews involving all of the stakeholders.

We are at the point where a solution must be chosen. Two models will be reviewed, the first one being the original MBO as proposed by Drucker and as applied by Glenn H. Vernay, and the second one being based on both the Drucker model and the Johnson and Johnsons' Cooperative Learning Model. The latter model is defined by the author of this paper, and is referred to as the Collegial School Planning Model (C.S.P.M.):

In the pages that follow two hypotheses are reviewed and compared, and, ultimately a recommendation is proposed. In order to make an effective decision regarding the recommendation, the author first reviews the objectives underlying the solution and then analyze the two alternatives.

6.1 **Objectives**

One of the primary objectives of the paper, as outlined in chapter two, is to propose a working MBO model that would allow the Board to introduce an information system for principals, enabling them to knowledgably focus on

their schools, to recognize the school's progress or lack of it and to allow for productive exchanges with their supervisor while holding, as an objective, school improvement.

6.2 Drucker's Management By Objectives Model

Drucker's management by objectives process was dealt with in great detail in chapter three of this paper. Therefore, the model is only reviewed briefly in this chapter. According to Hampton, as outlined in chapter three, the Drucker MBO model involves the following five steps;

1. Preparation, by the subordinates, of specific, written goals within a framework provided by the superior;
2. Joint discussion of and agreement upon a goal by the superior and subordinate;
3. Joint review of progress at set times and performance appraisal based on a set of objectives;
4. Adjustments as deemed necessary; and
5. The sequence begins again.

6.3 The Collegial School Planning Model

The preliminary model that was being considered prior to the interviews needed essentially to address two major components. The first was the number of meetings between the Director General and the principals considering the geographical problem and the time constraints. The second

involved the notions related to writing objectives while dealing with such concepts as client, action plan and indicators. The model being considered was a traditional MBO approach as advocated by Drucker with adjustments dealing essentially with the writing of objectives.

In the preliminary model the author was attempting to deal with the problem of the time constraints and the unrealistic expectation that the Director General would have the time to meet every principal to conduct one-on-one, face-to-face interviews, three or four times a year. Prior to the administration of the questionnaire, discussions centred around the idea of one meeting per year between the principal and the Director General with, as an objective, the sharing of school objectives.

The notion of one meeting per year had major limitations since with this idea only the objectives would be shared and there would be no consistent follow up, or sharing of results. Though the idea of one meeting per year was not rejected it was deficient in that it did not respect many fundamental elements of the MBO. Nor did it allow for joint review of the progress, or lack of it, at set times and performance appraisal of the established objectives. The idea was also deficient in that it did not deal with the adjustments that are sometimes necessary.

The idea of delegating the responsibility of conducting an MBO approach to other senior administrators was also considered but was rejected. During the interviews principals made it clear that they wished to have exchanges with the Director General and they sought his feedback and expertise, even though they welcomed exchanges with the other senior administrators. The Education Act places the Director General as the direct supervisor of principals. The Director General also indicated his desire to maintain the aforementioned relationship with all of the principals.

During the interviews the author of this paper attempted to find a way of dealing with the need to have the Director General involved in the process with all principals as their immediate supervisor. He also raised the issues of how to deal with the need for feedback, the need for more than one meeting a year to deal with the objectives, the need to adjust the objectives as required and with the appraisal of the said objectives through the use of indicators.

6.3.1 The Cooperative Learning Model Applied to Management

During the interviews with principals and the Director General, a suggestion was made that the cooperative learning model, as advocated by the Johnson and Johnsons (1988, pp. 7-11), could be applied to management as a solution to the problem of the lack

of availability of the Director General to conduct one on one meetings with principals. The stakeholders suggested that through sharing with cooperative peer groups as advocated by Johnson and Johnsons (1988) Cooperative Learning Model, it could be possible to get around some of the problems caused by the lack of time and availability of the Director General, so that he can meet frequently enough with the principals.

The Eastern Quebec Regional School Board has been working with the Cooperative Learning Model as advocated by David W. Johnston and Roger T Johnson (1988, pp. 7-11). The principals and the Director General are familiar and comfortable with the cooperative model and have been working with it over the past four years. The model is frequently used a means of consulting principals during some of the principals meetings. A better understanding of the foregoing discussion would be enhanced by a definition of cooperative learning.

Definitions of cooperative learning may vary but according to Johnson and Johnsons (1988, p. 8) cooperative learning involves putting students into groups to learn by "structuring cooperative interdependence among students." The Johnson and Johnsons

pointed out that there are four basic elements required before one can state that the cooperative model is in place. The four elements are positive interdependence, face to face interaction among students, individual accountability and the appropriate use of interpersonal and small group skills by students. The last three elements do not require definition, however, the notion of positive interdependence does. According to Johnson and Johnsons (1988, p. 8) positive interdependence:

may be achieved through mutual goals (goal interdependence); division of labour (task interdependence); dividing materials, resources, or information among group members (resource interdependence); assigning students different roles (role interdependence); and by giving joint rewards (reward interdependence). In order for a learning situation to be cooperative, students must perceive that they are positively interdependent with other members of their learning group.

In the cooperative group Johnson and Johnsons (1988, p. 9) stated that,

Cooperative learning groups are based on positive interdependence among group members, where goals are structured so that students need to be concerned about performance of all of the group members as well as their own.

The authors went on to say,

there is clear individual accountability where ever student's mastery of the assigned material is assessed, each student is given feedback on his or her progress, and the group is given feedback on how each member is progressing so that other group members know who to help and encourage. (Johnson and Johnson, 1988, p. 9)

The idea of applying the Johnson and Johnson cooperative model to management was both original and relevant to the problem at hand. The cooperative management concept allows one to deal with the issue of the number of meetings between principals and their supervisor.

The principals suggested that the Director General should meet with all principals once a year and that principals could meet in cooperative groups three or four times a year to share their objectives and the attainment or lack of attainment of them. The concept of accountability was thus maintained and so was the idea of support by peers. In applying this notion, the concepts of accountability and responsibility as advocated in the traditional MBO were respected in a special way. One must not underestimate the importance of peer approval and the idea that commitments to projects shared by peers is that much less binding than those shared with one's supervisor. The issues of reviewing objectives and performance and making necessary adjustments was also dealt with

through this concept.

The aforementioned portion of the report has dealt with the Cooperative Learning Model. The next section of this report deals with the Collegial School Planning Model. The Collegial School Planning Model borrows the cooperative group concept from the Cooperative Learning Model and meshes it with the tradition MBO. The author of this paper adds to this a modified approach to writing objectives and the result is the Collegial School Planning Model. The C.S.P.M. thus finds its basis in the traditional MBO as advocated by Drucker but it borrows the idea of the cooperative peer groups from Johnson and Johnsons Cooperative Learning Model.

6.3.2 The Definition of the Collegial School Planning Model

The Collegial School Planning Model as defined by the author is a management system which finds its roots in the MBO model as well as in the Johnson and Johnson's cooperative learning model as was suggested in the previous section of this report. Appendix A on page 96 of this report illustrates these links, as well as ,the relationship involving the stakeholders through the interviews.

The C.S.P.M. has many of the elements in common with the MBO

model and involves the following steps:

1. Preparation of written goals or statements of intent for the school, by the school community, with the principal.
2. At a general meeting involving all principals but working in small groups of three or four, principals will share their objectives, their projected action plans and success indicators with their peers.
3. The selection of success indicators and action plans will be finalized by joint discussion of and agreement upon by the supervisor.
4. With their peers, principals will review the progress of their respective schools at set times, in the same small group as above at least twice during the year, and with their supervisor wherever possible. The principals, at set times can also share the progress not only within the small group but also with the whole group, keeping the Director General informed. He, if he believes it appropriate, could even set meetings with certain principals following the general presentation.

5. Adjustments will be made as deemed necessary.
6. The sequence begins again the following school year.

It can be noted that the traditional MBO and the Collegial School Planning Model have many elements in common and some major differences. In the following pages these similarities and differences are reviewed while at the same time considering the specificity of the Eastern Quebec Regional School Board and its objectives and needs.

6.4 Comparison of the two models

The two models have a lot in common and the C.S.P.M. is a specific but modified application of the traditional MBO. Tables numbers three and four summarize the differences between the two models.

Table 3

3. DIFFERENCES BETWEEN THE TWO MODELS

TRADITIONAL MBO	COLLEGIAL SCHOOL PLANNING MODEL
Focus on the principal	Focus on the system or school
Objectives are set by the principal and finalized with the supervisor.	Objectives or statements of intent are set by the school community with the principal.
Meetings to set and review objectives are held between principal and supervisor.	Meetings to set and review objectives are held between peers as well as between principal and supervisor.
The number of meetings between supervisor and principal is set as required but usually involving three or more meetings a year.	Requires only one meeting between supervisor and principal even if more would be desirable whenever possible.
Emphasis on clearly defined and measurable objectives.	Emphasis on setting general statements of intent pursuant to which action plans and success indicators are set.
MBO traditional model generally uses one indicator to measure the attainment of a given objective(i.e. sales quotas, number of units produced or number of faulty units produced).	Requires in most cases the use of more than one indicator.

Table 4
4. STEPS IN THE PROCESS

TRADITIONAL MBO	COLLEGIAL SCHOOL PLANNING MODEL
1. Preparation by principals of specific written goals within a framework provided by the supervisor.	1. Preparation of written goals or statements of intent for the school, by the school community with the principal.
2. Joint discussion of and agreement upon a goal by both parties.	2. A general meeting involving all principals but working in small cooperative groups of three or four. Principals share their objectives with their peers as well as their action plans and success indicators.
3. Joint review of progress at set times and performance appraisal based on set objectives.	3. The selection of success indicators and action plans are finalized by joint discussion of and agreement upon by the supervisor.
4. Adjustments as deemed necessary.	4. Principals will review the progress of their respective schools at set times with their peers in the same cooperative groups as above at least twice a year, and with their supervisor whenever possible.
5. The sequence is repeated the following school year.	5. Adjustments will be made as deemed necessary
	6. The sequence is repeated the following school year.

6.4.1 Differences Between the Two Models

It can be noted then that the first fundamental difference lies with which performance is being assessed. The C.S.P.M. places the focus on the institution or system rather than on the manager. Generally when one tries to implement a change in an organization, the purpose is to deal with a problem, and usually the solution to the problem results in some improvement in productivity or effectiveness for the system.

The C.S.P.M., as defined by the author, takes a systems approach which involves focusing on school improvement in this case. It treats the principal as a part of the system. It is based on the premise which it allows principals and their supervisors to focus on the performance of the school rather than on the performance of the principal. The author believes that honest and open communication between the principal and his supervisor can be enhanced with the focus on the school rather than on the principal. The said focus will, on the other hand, in no way reduce the accountability or responsibility of the principal, but simply allow both the principal and the supervisor or the principal and peers to dialogue in an objective manner on school improvement.

The objectives set will be school's objectives, not the principals' objectives. Contrary to the Drucker model, the objectives of the school will be set by the school community including the principal but excluding the supervisor. Normally, with a traditional MBO approach, the objectives are prepared by the principal with the supervisor providing the limits. Though somewhat true with the C.S.P.M., the supervisor has very little to say about school objectives since the Education Act in the Province of Quebec confers this right to the school community. The selection of success indicators for the measurement of the objective attainment, however, though entailing the school community's participation, will be the primary focus of the discussions between the supervisor and the principal.

The model advocates a minimum of one face-to-face meeting a year between all principals and their supervisors. Moreover the model entails at least two and preferably three meetings with peers using a cooperative approach in base groups, during which objectives and criteria are shared and during which commitments are made by all and are followed up at the second of the two meetings and preferably a third wherever possible. The cooperative, collegial format serves the following purposes:

- It compensates for the need to have two or three meetings between the supervisor and the principal.
- It can facilitate open and honest exchanges between peers allowing for a sharing of ideas, which can be less threatening than sharing with supervisors. Sharing with peers facing similar problems can result in a wider variety of possible solutions to problems.
- Accountability is built into the model since commitments shared with peers can be as binding, even possibly more so than with the supervisor.
- It can foster an improvement in team spirit and help overcome the cellular communication problem alluded to in chapter two.
- It can provide support mechanisms for principals in that they may be more apt to contact one of their group members as a mentor.
- It can help to reduce the feeling of isolation felt by some principals.

Another area of apparent difference between the two models lies in the fact that the C.S.P.M. encourages the users to write two or three general primary objectives at the most. The said objectives or statements of intent are set, following which, an action plan is drafted and the indicators are established.

The traditional approach placed a focus on the objectivity and measurability of objectives. The C.S.P.M. does also but it emphasises the importance of writing the general statement first without dealing with the indicators or action plans. Thus, with this model, the general objectives (statements of intent) set initially are not true objectives in that their indicators are not set and neither is the time frame. Once the principal has completed the process the indicators, time frames, and action plans are also be set thus allowing the general objectives to meet the true definition of an objective.

The aforementioned review of objectives and their definition, once the process is complete, does not differ from one model to the next. However, the author of this paper insists on this idea because, in education, measuring outcome is not always easy. Frequently, in the field of education, many attempts at implementing an MBO fail for

this reason. Frustrated in attempting to write objectives, many school administrators give up.

6.4.2 Similarities of the Two Models

The two models have many elements in common. Both involve the preparation of written goals and a commitment by the manager to these goals. The models are based on the premise that managers must set objectives that are measurable. Both models maintain that performance appraisal must take place ensuring that the said objectives are reviewed periodically throughout the year and that adjustments are made as required. The two models underline the importance of face-to-face meetings in order to set objectives and to review the attainment of the said objectives. Both models appraise performance based upon results. Both models share the same view of man in that both are based on the premise of McGregor's theory Y, that man enjoys working and is committed to it. Both are also based on the premise that people are motivated if they know the objectives and that the objectives are of significance to them. The models also maintain the notion that cooperative and supportive relationships between the supervisor and the principal will result in better control. Finally both models hold that the key actions in the process are delegation and participation and that the supervisor

must be a resource not an instructor.

In conclusion it can be noted that both models have the fundamental elements in common. The two models differ essentially in the focus of objectives setting, in the introduction of the notion of cooperative peer groups as a means to reduce the number of meetings between supervisors and principals, and in the establishment of institutional objectives as opposed to personal objectives.

6.5 Indicators

The quantifiable and measurable elements of the objective are often very difficult to achieve in the field of education. One can measure excellence in education by student achievement on examinations. This is, however, only one aspect of excellence and furthermore it does not necessarily mean that the system has been effective. One could argue that many variables come into play and in a small school in a given year one group of students could have more potential than the year before.

One evaluates programs, activities, or objectives with indicators. The subject of indicators is not an easy one to deal with in the field of education. One way to deal with it, however, involves making use of multiple indicators wherever possible, remembering that in education one can measure

tendencies or patterns and that these patterns or tendencies can provide answers. Students' achievement in a given school over a five year period for example is a valid indicator. Asking parent, student, and teacher representatives if they believe that the school climate has improved over a specified period of time, provided that one defines school climate to the interviewees, can be a good indicator. Granted the later example is not as quantifiable but it can definitely be a good indicator.

Quantifiable indicators in education are numerous but they are not always available for measuring what needs to be measured. Unfortunately, frequently in education only the easily measurable characteristics are measured such as, for example, year-end marks and standard test scores. How often does one hear of measuring whether or not the children at a given school like to go to school? What can be more significant in learning than enjoying learning? Because these notions are not easily measurable does not mean that we cannot use indicators such as a questionnaire to parents asking them if their child likes going to school. Should the feedback from such a questionnaire be "yes", for a given percent of returns, granted that there are a significant number of questionnaires returned, would this not be a good indicator, providing even more information than would be contributed by a specific average school or class mark on a given examination?

Test results, monies spent in given areas of education, student teacher ratios, and other quantifiable data are important in measuring school performance. Unfortunately these types of indicators tend to dominate and are perceived as providing better information about schools' achievements because they are viewed as scientific and measurable. The author of this paper believes that, yes, these are effective indicators but so are other indicators that are not as easily quantifiable. In measuring school performance one must look at what is important not just what is easy to measure.

Once a general statement of intent has been set by the school community; once an action plan has been defined; once the indicators of success have been set and the indicators do not allow one to conclusively measure the success of the action; should, not more indicators be set which would allow for better measurement of results? It is true that frequently in trying to measure such concepts as a sense of belonging, students feeling good about their school, students enjoying learning or students feeling proud of their school is difficult. Some might give up trying to measure such ideas.

The author of this paper believes, however, that these concepts can be measured. In order to measure such notions one must use multiple indicators, more than one indicator to measure a given result. One must

also accept the idea that the indicator is not always quantifiable with precision. Take example of the principal who asks the parents at a school committee meeting if the pride of the students for the school has increased in the last year. The same principal follows a similar process with the teachers at a general staff meeting and with the students at a meeting of the student's council. Providing all of the feedback is similar in that all state that, "Yes, the feeling of pride has improved during the school year", is this not a good indicator that pride has improved? The principal could then count the number of acts of vandalism in the school that year and, given a decrease in the number of acts of vandalism, could he not conclude with the previous consultation that, a given objective, improving school climate has definitely taken place? The preceding example provided two different indicators and only one of the two was specifically quantifiable, yet both could be important in the measure of success of a specific action. The second example was quantifiable and the first one was not. Yet many would argue that the consultation by principals of the clients or users was a more significant indicator.

The author, in the preceding arguments, is not suggesting that less quantifiable indicators are better or worse than quantifiable ones. He is suggesting, however, that areas that are not easy to measure with quantifiable indicators should still be measured and, in order to do so one

must frequently resort to more than one indicator. He is also suggesting that where only non or lesser quantifiable indicators are available for the measure of success or lack of it, one can resort to multiple non quantifiable indicators.

6.6 Conclusion

In this chapter the traditional MBO was presented. A second model, the Collegial School Planning Model, was also presented and defined. The two models were compared while keeping in mind the specific needs of the Eastern Quebec Regional School Board.

The C.S.P.M. shares many of the elements of the tradition MBO, however, and as has been pointed out, there are a number of significant differences. One must concede, however, that the C.S.P.M. lends itself more to the needs of the Eastern Quebec Regional School Board than does the MBO as advocated by Drucker. The C.S.P.M. deals with the lack of availability of the Director General due to the geographical characteristics of the Board in question. The C.S.P.M. capitalizes on the importance and significance of peer groups and sharing. It recognizes that there is an abundance of expertise amongst the principals of the Board and that all can gain by sharing.

The C.S.P.M. respects the fundamental elements of the tradition MBO as can be illustrated in Tables 3 and 4 " **Differences Between the two Models**" and "**Steps in the Process**" on pages 70 and 71 of this document and even surpasses some of them, for it deals with the limited availability of time of the Director General. The fundamental differences, as has already been pointed out, involve the notions of peer groups, goal setting, indicators and institutional versus personal appraisal. It should be noted, however, that the proposed model in no way reduces the expectations or demands that would be set following a traditional MBO approach.

In conclusion, the Collegial School Planning Model as defined in this chapter, meets the needs of the Eastern Quebec Regional School Board more effectively than does the MBO as proposed by Drucker.

- 7 -

RECOMMENDATIONS

7. RECOMMENDATIONS

The mandate of this report was to suggest a participative management by objectives model that would be adapted to the educational sector and specifically to the Eastern Quebec Regional School Board. Finding its basis in the MBO as defined by Drucker and as outlined in detail in chapter three of this paper, the formulation of the Collegial School Planning Model also found its origin in the results of the interviews with all of the stakeholders. The C.S.P.M. is the model retained as the one that deals with the concerns of the stakeholders and is also in line with the mandate.

The C.S.P.M. as proposed in chapters five and six allows principals and the Director General, through open communication between principals and between principals and the Director General, to focus on school improvement.

7.1 Recommendations to the Director General

The recommendation is to implement the C.S.P.M. since the model was developed with and by the stakeholders. The stakeholders, as outlined in chapter five, were unanimous in that such a model should be implemented. The following section of the report presents suggested steps in the implementation of the C.S.P.M.

7.2 Implementation

The steps recommended in order to successfully implement the C.S.P.M. are as follows:

- A) Obtain input from the stakeholders and ensure that ideas expressed are built into the model. The interviews served this purpose.
- B) Prepare a model based upon the findings resulting from the interviews and the research. The C.S.P.M., as proposed by the author is the result of this second step in the process.
- C) Present the model at a general meeting of principals once it has been approved by the Director General. (The presentation be conducted by the Director General and the author of this report). The presentation at the general meeting serves three purposes: it provides an opportunity for all to learn about the model at the same time, it allows for fine tuning of the model and it allows a time line to be set for the implementation of the model. It should be noted that the information on setting objectives and the notions related to the MBO were presented to all stakeholders during the interviews. During the general

meeting these notions would be reviewed so that all understood. Also a guide to writing objectives would be presented at this meeting. During the meeting, all would be given an opportunity to experiment with the model. Pursuant to the interviews the principals would be asked what general statement of intent they would like to practice on during the meeting. Based upon their general statements of intent they would be placed in small base groups of three to five members.

- D) To ensure that not only principals and the Director General understand and agree with the model, it must also be presented, understood and agreed upon by the other senior administrators and commissioners.
- E) Implement the model throughout the Board.
- F) Some time between the first general meeting outlined in "C" and the second meeting referred to in "F" the Director General would meet with all of the principals, in a one-to-one, face-to-face basis, to share with them on their objectives and action plans (wherever possible in the school).

- G) At a second general meeting time should be set aside to allow the base groups to reform and share what has happened with the application of the model in the schools. During this meeting principals would help one another to fine tune their objectives and action plans or simply sharing one another's successes.
- H) In the event that it is possible, at a third general meeting principals in their base groups would again be able to share the progress and results in their schools. Time should be set aside at every meeting for this type of cooperative group exchange (the Board usually has about four general meetings a year).
- I) Review the model on an annual basis to determine its effectiveness and make all necessary adjustments.

7.3 Potential Problems Related to the Implementation of the C.S.P.M.

The implementation of a model such as the C.S.P.M is not necessarily an easy task. Granted, in this case, the stakeholders have unanimously supported the implementation in principle. Even with this initial support for the model, a number of issues must be dealt with.

Consultation of all of the stakeholders at the school level is the first element in establishing the general objectives or statements of intent. Effective consultation at the school level is the first step in the success of the C.S.P.M. The project must not be perceived as a Board project, but rather, as a school based project and the school community partners need to feel an ownership over the objectives, and in the final stages, over the action plan. The importance of success in this first step cannot be overemphasized.

The second area of concern is in the presentation of the model to all of the principals. During the presentation it is essential that the model be exhibited in a manner that will allow all to understand the model. The initial session should provide an opportunity during which the stakeholders experiment with the model thus, allowing them to become more familiar with it. The introductory workshop must be conducted with care.

The successful introduction of the C.S.P.M. depends upon approval of the model by the stakeholders, but also by the other administrators and the Commissioners. The Director General must obtain approval from the other administrators and the Commissioners. The Commissioners play a very important role in the School Board and are very close to the schools. If they are not in favour of the model it will be short lived.

The subject of indicators, as has been outlined in this report, is a crucial element in the proposed model. In chapter five in response to question six of the questionnaire the stakeholders have suggested a number of possible indicators. Hopefully during the cooperative peer groups more will be developed and the people involved will become more comfortable with the concept of multiple and less quantifiable indicators.

A guide to help users in the process of working with the Collegial School Planning Model was designed. It is essential that the guide be used and seen as a guide and not seen as the model itself. In the application of the model principals can develop their own form, the one proposed being simply a tool designed to help define some of the essential elements in setting objectives. The form can be modified or users can make up their own. Each school can adapt the form to meet their specific school and community needs.

The final subject that needs to be dealt with is the notion of annual appraisal. The model will only be successful in the long term if it is evaluated annually and adjustments are made as required.

7.3 Conclusion

In conclusion, and as was indicated in chapter one in section 1.1, the

mandate to propose a working MBO in this case the C.S.P.M was not only respected in this chapter but was even surpassed. Not only was the C.S.P.M. proposed as an effective participative management by objectives model, meeting the specific requirements of the Eastern Quebec Regional School Board but, the author also suggested some ideas on the implementation of the Collegial School Planning Model.

- 8 -
CONCLUSION

8. Conclusion

The mandate received, which was dealt with in this report, involved proposing a Participative Management by Objectives model for the principals and the Director General of the Eastern Quebec Regional School Board and its three member Boards. The model had to take into account the particular characteristics of the boards involved. The objective of the model was to provide a tool which would facilitate open communications between the principals and the Director General, focusing on school improvement.

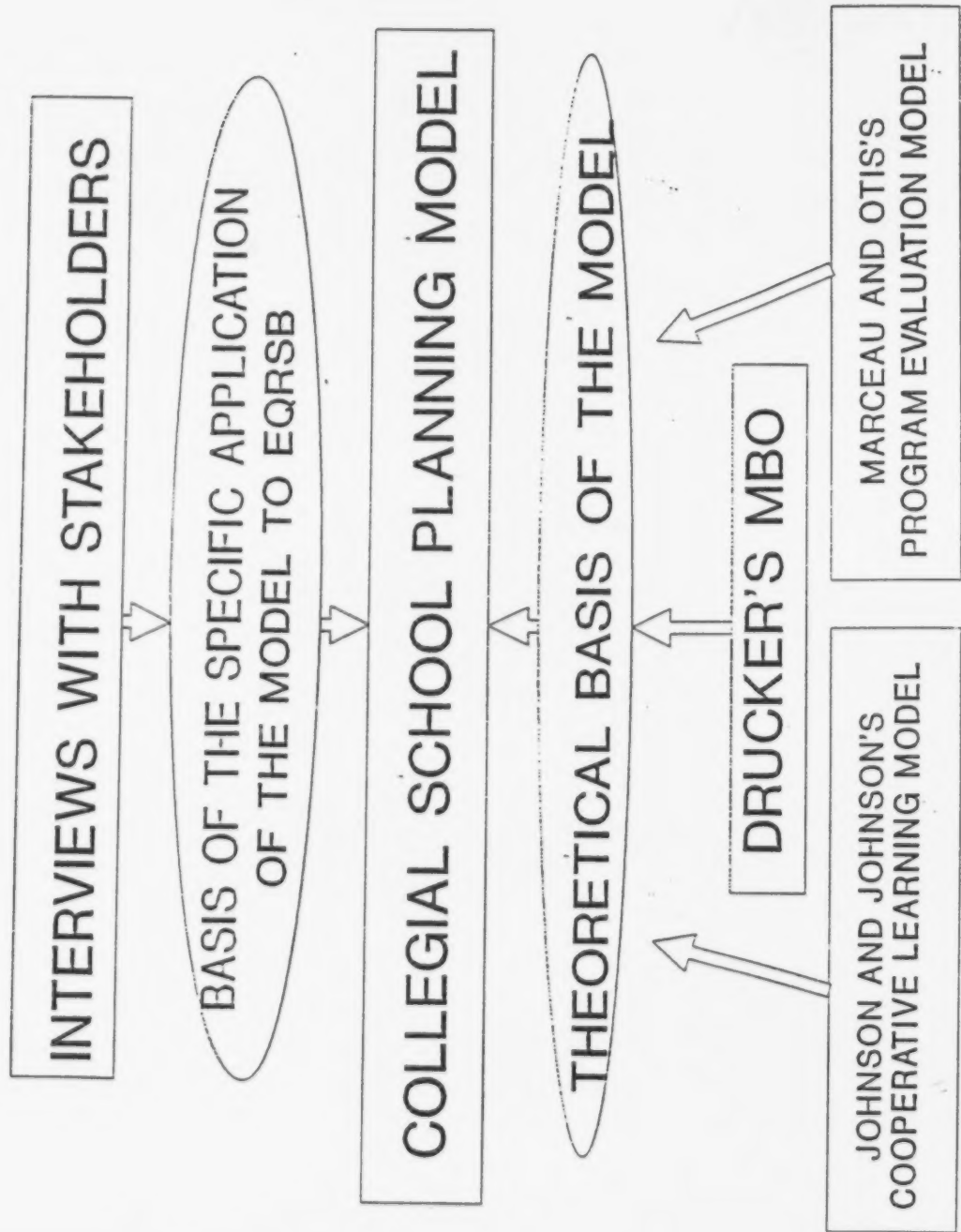
Pursuant to the research, as presented in the conceptual model and following the consultation of all of the stakeholders, a model was proposed that lends itself to the specific needs of the Eastern Quebec Regional School Board and its three member boards. The model recommended, is the Collegial School Planning Model (C.S.P.M.) and as has been pointed out, it finds its basis in the traditional MBO as well as in the Johnson and Johnson's cooperative learning model. The findings from the interviews with the stakeholders was also considered in developing the C.S.P.M.

In conclusion the report has proposed a model in accordance with the mandate received. The model suggested deals with the specific nature of the Eastern Quebec Regional School Board. Furthermore the feedback from the stakeholders

concerning such a model as well as its implementation was so positive that one could expect a successful implementation, provided the model is introduced carefully, keeping in mind the guidelines for implementation suggested in chapter seven of this report. Thus not only was a suitable model proposed that meets with the needs of the boards, but the author has also provided guidelines for its implementation.

APPENDICES

**APPENDIX A
BASIS OF THE MODEL**



APPENDIX B
COLLEGIAL SCHOOL OBJECTIVES
PLANNING GUIDE

COLLEGIAL SCHOOL PLANNING MODEL

OBJECTIVES PLANNING GUIDE

SCHOOL _____

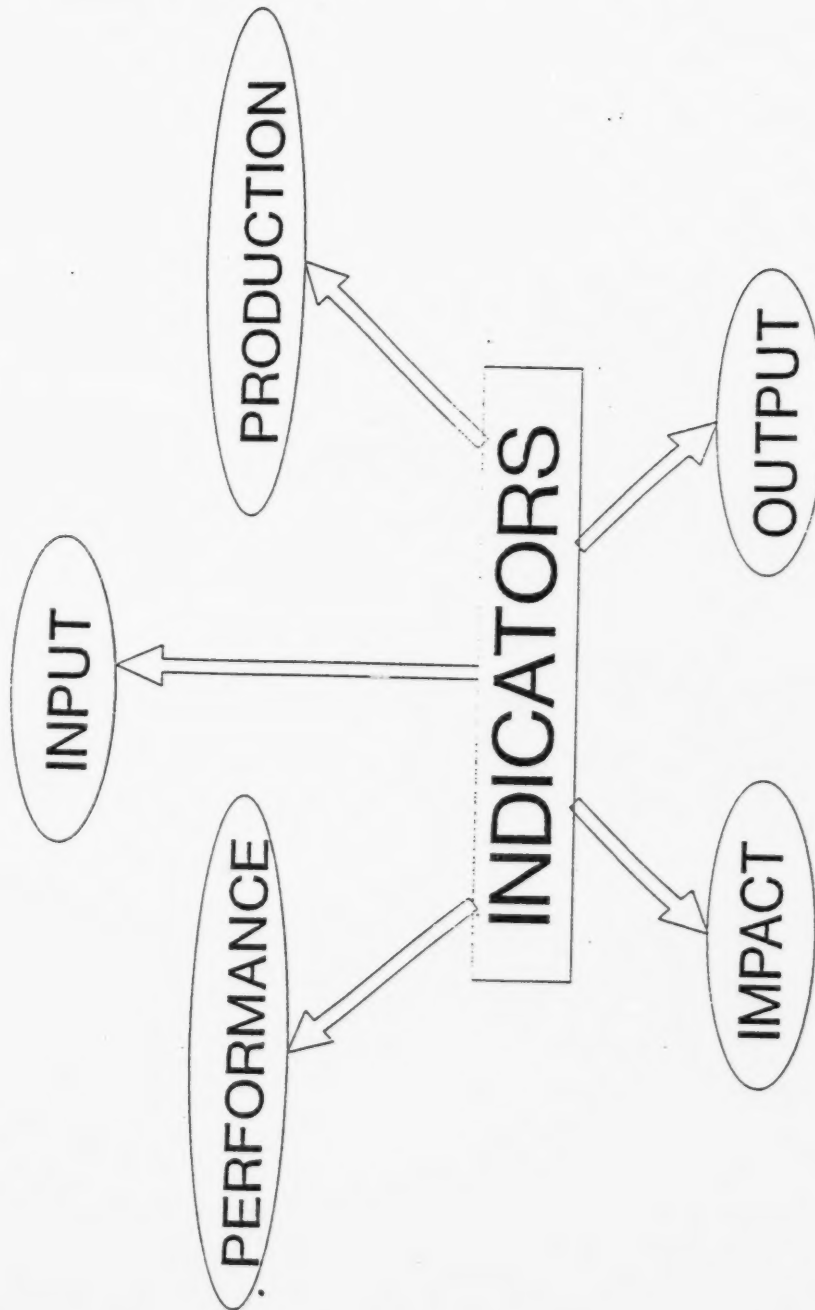
PRINCIPAL _____

OBJECTIVE :

CLIENT :

ACTION PLAN				SUCCESS INDICATORS
ACTIONS	RESOURCES	RESPONSIBLE	TIME LINE	

APPENDIX C
INDICATORS



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